

LITTLE HOOVER COMMISSION

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Los Angeles County Emergency/Disaster Response - The Terrorism Element

Presented by

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Presentation Points

- ☐ Emergency/Disaster Response - Historical Perspective
 - Significant events
 - Lessons learned
- ☐ Emergency/Disaster Response - Contemporary Capabilities
 - Critical components
- ☐ Terrorism - The "New" Dimension
 - The Los Angeles County Model
 - ✓ TWG - Terrorism Working Group
 - ✓ TEW - Terrorism Early Warning Group
 - The Potential Statewide Model
 - Requisite Resources and Funding

Strategic Overview:

Los Angeles County Sheriff's Department

Initiatives to Build Regional Capabilities through the Terrorism Early Warning (TEW) Group, Emerging Threat Workspace (Civil Battlelab), Emergency Operations Bureau, and Associated Efforts

Situation:

The Los Angeles County Sheriff's Department (LASD) has been actively engaged in cooperative efforts to build and sustain response capabilities for terrorism in the Los Angeles County Operational Area since 1996. The LASD has in partnership with the Terrorism Working Group (TWG) actively worked to develop a coordinated, interagency, multi-disciplinary capacity to address terrorism across the technological spectrum. Current efforts in Los Angeles County involve individual initiatives at various County agencies to build capacity to address terrorism. These efforts are synchronized and coordinated at a policy and planning level through the Terrorism Working Group (TWG). Operational efforts toward threat identification, early warning (indications and warning), and real-time situation assessment (operational net assessment) are currently addressed by the Terrorism Early Warning (TEW) Group.

The TEW, which was established as a component of the Operational Area Terrorism Response and Management Plan (TRMP) is currently comprised of three components:

- The Playbook Committee which conducts pre-planning and prepares venue specific response information (target) folders and playbooks to guide response;
- The Emerging Threats Committee which assess future (3-5 year) potential threats;
- The Net Assessment Group that is activated as an ad hoc threat assessment and operational planning component. The TEW's Net Assessment Component augments and operates in support of a number of unified command entities, particularly the Sheriff's Department Operations Center (DOC) and the County Emergency Operations Center (CEOC). The TEW Net Assessment Group is comprised of the following elements or cells:

- Officer-in-Charge (Command) element,
- Analysis/Synthesis element,
- Consequence Management element,
- Epidemiological Intelligence (epi-intel) element,
- Law Enforcement-Intelligence Liaison element.
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These are supported by a Forensic Intelligence Support component, including a Field Assessment Support Team (FAST) operated by EOB and virtual reachback to subject matter experts and technical resources nationwide.

The TEW is an operational entity that integrates investigative and intelligence information to support course of action selection by emergency response agencies. The LASD Emergency Operations Bureau (EOB) acts as the TEW's secretariat. The permanent TEW secretariat is supported with a full-time LASD sergeant and deputy.

Core members of the TEW are:

- Los Angeles Sheriff's Department,
- Los Angeles Police Department (LAPD),
- Los Angeles County Fire Department,
- Los Angeles Fire Department,
- Los Angeles County Department of Health Services,
- Los Angeles World Airports-Airport Police, and
- Los Angeles Division of the Federal Bureau of Investigation.

Other agencies, such as the Department of the Coroner, the District Attorney's Office, the Department of Public Works, the United States Coast Guard, the United States Customs Service, California Highway Patrol, California National Guard, Los Angeles Area Fire Chiefs' Association and numerous local police and fire agencies also participate.

Several academic, policy and technical entities also participate as adjunct participants. Examples of adjunct participants include RAND Corporation, several national laboratories (Lawrence Livermore, Sandia, Los Alamos National Laboratories), and the Battelle Memorial Institute.

The current structure has been an effective mechanism for developing response plans and operating during short periods. The TWG can continue to be an effective mechanism for policy advice and planning with minor modification, but the TEW needs to evolve into a permanently staffed structure (augmented during threat periods) with cooperating members through Memoranda of Understanding and adjunct participants as needed.

The TEW has been acknowledged by the “Advisory Panel to Assess Domestic Response Capability for Terrorism Involving Weapons of Mass Destruction” (Gilmore Commission) as a viable model for information sharing across all levels of government.

Positive attributes of the TEW which can be enhanced:

- Scalable-networked organization that integrates all echelons of government (local, state, federal) and all emergency response entities.
- Local base meets local needs and provides structure to rapidly disseminate information to all necessary agencies.
- Works both before, during and after threat or attack, providing continuity.
- Assesses threat information and provides in-depth analysis, as well as supports command and operational decision-making and action planning.
- Robust analysis and course of action development capabilities.
- Serves as a foundation for all regional operational terrorism response and prevention efforts.
- Fills the gaps and seams between hierarchical systems and organizations.
- Demonstrated the capacity to fuse and synthesize all forms of information into actual response action plans.

Shortfalls, which need to be corrected:

- Insufficient permanent staff for round-the-clock, extended or sustained operations (i.e., robust analysis demands depth in staffing).
- Memoranda of Understanding to ensure availability of key response agency liaison and staff personnel.
- Permanent workspace, as well as data processing, and secure communication tools.
- Support staff, sufficient for both sustained, extended operations and pre-incident preparation and monitoring of potential threats.
- Human source intelligence and enhanced automated, real-time information sharing mechanisms and pathways.

Recommendations:

- Develop the Los Angeles TEW into a full-time, permanently staffed, networked operations intelligence fusion node to serve as the Los Angeles County Operational Area’s interdisciplinary focal point for terrorism response. The Los Angeles TEW is already recognized as a national model for operations-intelligence fusion for terrorism. The Los Angeles TEW could link with other potential TEWs, augment the Los Angeles Task Force on Terrorism, link with State efforts (such as the California Anti-terrorism Information Center) and synchronize Operational Area efforts to enhance terrorism response, management and prevention efforts. An expanded TEW would be based at the CEOC to maximize support to the

Sheriff's DOC and CEOC operations to provide robust information collection, assessment, analysis and processing.

- Provide funding for requisite personnel and equipment (refer to attached summary)
- Adopt the Los Angeles TEW model into a statewide system. Several jurisdictions within California and elsewhere are currently active or in the process of standing up TEW organizations.

LOS ANGELES COUNTY SHERIFF'S DEPARTMENT

TEW ADDITIONAL FUNDING SUMMARY

County Projected

Los Angeles Sheriff's Department Staffing	\$4,388,353.45
Los Angeles Sheriff's Department Equipment	<u>\$1,849,625.50</u>
Subtotal	\$6,237,978.95

Federal or State Projected

Federal or State Staffing	\$172,456.97
Federal or State Equipment	<u>\$22,625,000.00</u>
Subtotal	\$22,797,456.97

COMBINED GRAND TOTAL	\$29,035,435.92
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Appendix A:

Los Angeles County Terrorism Early Warning Group

The mission of the Terrorism Early Warning Group (TEW) is to monitor trends and potentials that may result in terrorist threats or attack within Los Angeles County. This early warning element evaluates open source data and researches threat information to guide training and planning efforts. These early warning efforts also support fire service and other emergency response efforts. The TEW works to identify precursor events when assessing trends and potentials with an eye toward prevention and mitigation.

Goals

TEW strives to be a focal point for analyzing the strategic and operational information needed to respond to and combat terrorism and protect critical infrastructure. Special emphasis is placed on early detection of emerging threats, including acts employing weapons of mass destruction (WMD) such as chemical, biological, radiological or nuclear (CBRN) agents and information warfare (IW or cyber-terrorism). The TEW supports the County Emergency Operations Center (CEOC), the interagency Terrorism Working Group (TWG), and the Los Angeles County Metropolitan Medical Response System (MMRS). The TEW is coordinated by the Sheriff's Emergency Operations Bureau (EOB), which serves as the group's permanent secretariat. The TEW assesses open source intelligence (OSINT) to forecast trends and potentials.

Objectives

The TEW's objectives include:

- Providing Indications and Warning (I&W), including on-going disease surveillance;
- Performing Net Assessments to gauge the impact of a specific threat or attack and develop viable course of action (COAs) to respond to an attack.

Strategies

The TEW embraces a networked approach to threat assessment, decision support and course of action development. The TEW utilizes standardized "Intelligence Preparation for Operations (IPO)" products to build situational awareness and a common operating picture for the interagency response community. Typical IPO products include A) Playbooks, B) Target Folders, C) Mission Folders. A key element of the TEW process is the activation of a Net Assessment Group to assess incident consequences.

Action Plans

During a known threat period or in the aftermath of an attack, the TEW will actively monitor and assess situational awareness and status of all events that may impact the Operational Area. In addition, the TEW will employ advanced technological means (known as forensic intelligence support) to facilitate situation assessment and course of action development for the public safety community.

The TEW (either actual staff or a “virtual” capability) will focus on monitoring key public gatherings, the status of emergency services, and the status of all infrastructural components. The impact of actual attacks both within and without the Operational Area will be assessed in order to gauge resource needs and shortfalls and to develop potential courses of action (COAs) to support incident resolution.

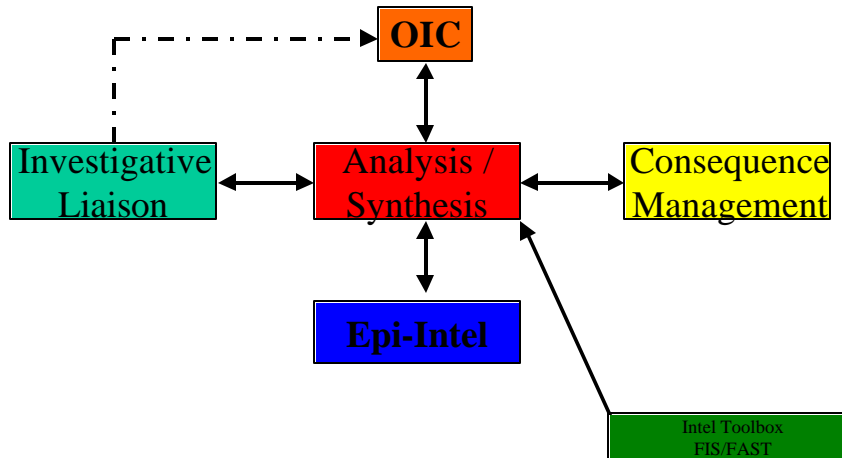
In preparation for an actual operation, the TEW will 1) Support the unified incident management structure of the response community, 2) Experiment with new technology, tools and analytical frameworks to improve support, and 3) Develop improved methodology to achieve its net assessment mission.

Outcome Vs. Output

The TEW essentially provides a platform for networked, multilateral, horizontal communication of the threat information and intelligence needed to manage a complex urban operation. The TEW's Net Assessment Group provides all-source fusion to act as an "Operations/Intelligence Fusion Cell" with an emphasis on future operations. The TEW bridges the gap between crisis action planning and deliberate planning to provide the information necessary to achieve interoperability for complex, interagency, interdisciplinary, coalition-type operations.

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TEW Net Assessment Elements



Appendix B:

Emerging Threat Workspace: Proposal for a Civil “Battlelab” for Complex Incident Management

The Emergency Operations Bureau (EOB) of the Los Angeles County Sheriff’s Department (LASD) has the responsibility for responding to complex incidents in the Los Angeles County Operational Area, a jurisdiction encompassing diverse terrain with over 10 million residents.

Complex Incident Management

- EOB as an Emerging Threat Workspace (civil analog of a battlelab) for emerging threat issues:
- Terrorism & Infrastructure Protection
- Public Order (Riots/Disturbances)
- Civil-Military Interoperability for Urban Ops
- Civilian Police (CIVPOL) for Peace Ops
- Transnational Organized Crime
- Networked Threats & Emerging Threats
- Counterterrorism Technology Testbed

This proposal advocates building upon EOB’s experience in planning and coordinating the response to emergencies, disasters, and terrorism to establish an “Emerging Threat Workspace” to explore, build, and test responses to emerging threats in the civil environment.

An emerging threat workspace would be the civil analog of a battlelab and would

allow actual practitioners to explore new doctrine and technology for responding to emerging threats in an urban setting. This would allow new concepts, practices and doctrine to be tested and assessed in actual operations, paving the way for future civil-military interoperability, as well as the export of pertinent lessons learned to other jurisdictions nationwide and the military services for urban expeditionary operations overseas.

This emerging threat workspace could provide a novel foundation for crafting response to the entire range of evolving threat issues. These include: 1) Terrorism (CBRNE/Agroterrorism) & Infrastructure Protection; 2) Public Order (Riots/Disturbances); 3) Civil-Military Interoperability for Urban Operations; 4) Civilian Police (CIVPOL) for Peace Operations; 5) Transnational Organized Crime; and 6) Networked Threats & Emerging Threats.

This would build upon the Los Angeles Terrorism Early Warning (TEW) Group and EOB’s existing “Counterterrorism Technology Testbed.” The workspace would focus upon developing a robust Command, Control, Communications, Computer, Intelligence, Surveillance and Reconnaissance (Situational Recognition) (C4ISR) platform for obtaining a situational awareness, and developing advanced Forensic Intelligence Support (including detectors, sensors, modeling and gaming) for assessing CBRN threats and developing

course of action. Technology for obtaining and processing open source and cyber intelligence, and force protection capabilities would be assessed under this framework. Also, new doctrine and training for responding to emerging threats would be developed to meet these needs.

Other key issues including synchronizing the various elements of civil response and consequence management, including infrastructure protection, and the integration of epidemiological, epizootic intelligence and food surety (collectively known as epi-intel) into a cohesive indications and warning apparatus would be addressed in this setting. A range of partners from all pertinent disciplines would be fully involved in the process. Examples of potential partners include practitioners from the fire service, medical and public health community, the national laboratories, military services and support agencies, the national security and policy analysis community, and the national defense industries. Emphasis on building a foundation for deterrence and sound response will be a priority.

Appendix C:

Concept Overview: TEW “All Source Fusion” supported by the Emerging Threat Workspace

This overview summarizes the concepts/functions of the TEW operating within the Emerging Threat Workspace. The TEW will enhance information fusion to support the Los Angeles County Operational Area Emergency Operations Center for “all hazard” emergency management, consequence management, complex incident management, and combating terrorism.

Functions:

- All source and “all hazard” information/intelligence fusion (for all complex natural, technological and intentional disaster, threats, extreme weather events, public order events).
- Development, collection and analysis of information to develop a common relevant operational picture/situational awareness.
- Collaborative workspace for intelligence, informatics, decision support, judgement support and knowledge management.
- Secure workspace for threat assessment and processing, verifying and validating information developed from sensitive sources and methods.
- Deployment and development of experimental systems to enhance intelligence support, including development of a robust next generation Command, Control, Communications, Computer, Intelligence, Surveillance and Reconnaissance (Situational Recognition) (C4ISR) platform for obtaining a situational awareness.
- Focal point for developing advanced Forensic Intelligence Support (including detectors, sensors, modeling and gaming) for assessing CBRN threats and developing courses of action.
- Focal point for obtaining, assessing and processing open source and cyber intelligence.
- Focal Point for developing new doctrine, training and information strategies for responding to emerging threats.
- Workspace for TEW Net Assessment Group (including Officer-in-Charge, Analysis/Synthesis, Consequence Management Assessment, Crisis Management/Law Enforcement Intelligence Liaison, Epi-Intel cells, and Forensic Intelligence Support functions).
- Focal point for processing and visualizing the operational space (ospace).
- Anchor workspace for EOB’s Emerging Threat Workspace (civil battlelab).
- Anchor workspace for EOB’s counter-terrorism section, infrastructure protection and intelligence preparation for operations (IPO) activities.

- Support CEOC Management, Plans/Intel, and Operations Sections, LASD Department Operations Center, Area Command Teams, and field Unified Command Structure(s) with net assessment and alternative course of action development.